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ABSTRACT

This report sketches educational and vocational guidance in Denmark. It begins with a historical account of developments in the areas of career and school counseling. Outlined next are guidance programs at the following levels: folkeskole, gymnasium and studenterkursus (upper secondary education), higher preparatory examination, vocational school, and further and higher education. The public guidance service and municipal contact and information schemes are discussed. Counseling services are examined, including those services affected by the administration of social welfare, the department of prisons and probation, national and civil defense (conscripts and conscientious objectors), the Danish armed forces (personnel employed on a contractual basis), agricultural organizations, and unions. Guidance counselor recruitment and training is described. Also covered are central coordination of counseling programs, regional coordination of services, and cooperation between central and local guidance authorities. (HN)

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EDUCATION *in* DENMARK

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EDUCATIONAL AND VOCATIONAL GUIDANCE IN DENMARK

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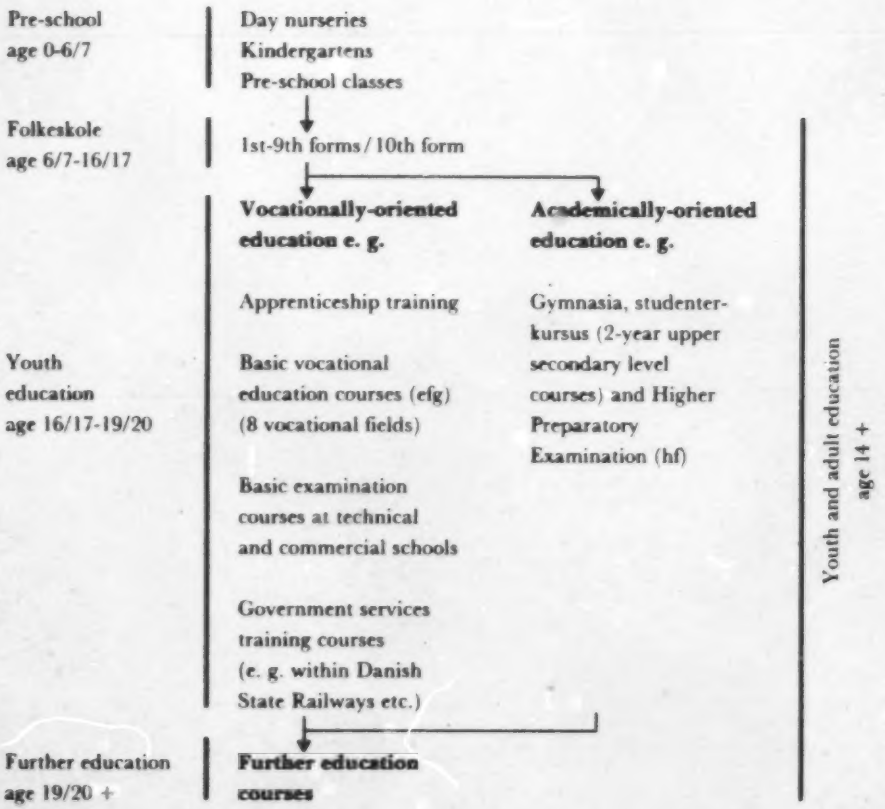
Educational provision in Denmark



EDUCATIONAL AND VOCATIONAL GUIDANCE IN DENMARK

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TERMINOLOGY

Educational and vocational orientation Educational and vocational guidance	Terms used to cover all the services provided to inform pupils and students about their educational training and employment opportunities (careers and vocational education). The term educational and vocational orientation is primarily used to define collective guidance and counselling, while the term educational and vocational guidance covers the individual guidance.
efg courses	Basic vocational education courses - 'de erhvervsfaglige grunduddannelser' - efg. Vocational education and training courses, starting with a basic - mainly theoretical - one-year course within 8 main fields, followed by about 2-3 years practical training including shorter periods of theoretical instruction within a specialised trade.
The 'Folkeskole'	Municipal primary and lower secondary school covering forms 1-10 plus a voluntary pre-school class at most schools. (About 94 per cent of all school-age children attend the Folkeskole's 1st to 9th forms, and 5.2 per cent attended the 10th form in the school year 1980-81.)
The 'Gymnasium'	3-year general upper secondary school preparing students for the Studentereksamen - the Upper Secondary School Leaving Examination.
hf courses	2-year courses preparing students for the 'højere forberedelseseksamen' - hf - the Higher Preparatory Examination.
Youth schools	Municipal schools offering leisure-time instruction to pupils in the age-group 14-18 in a wide range of subjects and recreational activities.

1. DEVELOPMENTS IN DENMARK - A HISTORICAL ACCOUNT

The public vocational guidance service in Denmark dates back to 1917 when the Central Employment Service for the districts of Copenhagen and Frederiksberg established a special department for apprentice employment service and vocational guidance. During the twenties, the scope of the guidance offered was extended, notably with the addition of a department for psychotechnic tests attached to the apprentice employment service. In 1929, the department parted company with the Central Employment Service to become an independent institution: The Copenhagen Municipal Institute of Psychotechnics.

In connection with the expansion of its vocational guidance service, the Central Employment Service compiled a Careers Index which soon became a most used source of information. Thus it was placed on view at all the municipal schools within greater Copenhagen.

Moreover, private initiators set up a number of institutions outside Copenhagen, providing a service to help young people find a suitable career. Such was the case in Randers at the beginning of the thirties (The Institute of Psychotechnics) and in Odense and Silkeborg at the beginning of the forties (The Funen Institute of Psychotechnics and the Youth Counselling Centre in Silkeborg, respectively).

In 1943, the Ministry of Labour - partly because of the appreciable progress Sweden had made in the vocational guidance field since 1940 - appointed an official consultative committee which, in its report of 1946, recommended the establishment of a nationwide vocational guidance service for young people, which would include general vocational information and individual vocational guidance.

The report recommended that general vocational information chiefly be given at the schools and proposed that all pupils in their final year at the Folkeskole (primary and

lower secondary school) be given a careers pamphlet, and a book outlining the problems of choosing a career. It further recommended that vocational information should include lectures, radio broadcasts, film shows, visits to work places, etc.

It was proposed that individual vocational guidance be placed under the jurisdiction of the public employment service, which would have to be expanded with special vocational guidance services run by vocational guidance advisers. It was a matter of fundamental importance to the committee that the choice of careers should be free and that vocational guidance should not be compulsory.

In 1946, the report formed the basis for an experimental scheme under which vocational guidance advisers were attached to eight different public employment service offices. The scheme proved so successful that, in the 1952-53 parliamentary session, a bill for a Vocational Guidance Act was proposed to the Folketing (parliament) and passed the same year.

The Vocational Guidance Act of 1953 is based partly on the recommendations of the official committee's report and partly on the experience gained from the above-mentioned experimental vocational guidance scheme.

In pursuance of the Act, vocational guidance became, in principle, the responsibility of the public employment service. The service was to provide counselling, consisting of careers information and free vocational guidance for young people, for those still at school - in close collaboration with the schools.

Due to the considerable preliminary work and negotiations with the relevant authorities, nationwide vocational guidance did not come into effect until 1 October 1955. As from this date, special vocational guidance services were established at all public employment offices.

Almost without exception, Folkeskole and Gymnasium teachers

were employed as vocational guidance counsellors - the majority of them on a part-time basis.

In accordance with the Act, a committee was appointed to monitor the organization of vocational guidance and to advise the Minister of Labour and the Minister of Social Affairs on matters relating to vocational guidance. The committee consisted of a chairman appointed by the Ministers of Labour and Social Affairs and representatives of the Ministry of Education, the Ministry of Labour, the public employment service, the employees' and employers' organizations and teachers and youth organizations.

In 1960, the committee submitted a recommendation with a view to amending the Vocational Guidance Act. The recommendation was based on a report, prepared by a working group, on the future organization of vocational guidance. Both the report and the recommendation, which were in compliance with the ILO recommendation on vocational guidance of 1949 and which were published in a book, Vocational Guidance 1961, formed the basis for the Vocational Guidance Act of 1961, and hence the existing service provided by the public employment service offices and the co-operation between the educational authorities and the labour market organizations.

No organized educational and vocational orientation was given at the various kinds of schools before 1958. However, public vocational guidance advisers were widely used in the Folkeskole. Vocational orientation became compulsory in the Folkeskole and Gymnasium under the Folkeskole and Gymnasium Acts of 1958 and, in the following years, experimental projects, involving collective educational and vocational orientation and teaching aids for the purpose, were carried out. Detailed guiding proposals for teachers were set out in two publications: Teaching Guide for the Folkeskole I-II 1960-61 and The New Gymnasium 1960.

Legislation amendments in 1975 and 1977 provided for a broadening of the scope of the above schemes, and edu-

cational and vocational guidance was introduced into the Folkeskole and the Gymnasium.

Right from the start, the two educational innovations, the Higher Preparatory Examination (1967) and the Basic Vocational Education and Training (1973), have included not only collective educational and vocational orientation but also personal guidance given by educational counsellors. In 1977, the educational guidance service provided on Basic Vocational Education and Training courses was extended to include the commercial and technical schools as a whole.

Moreover, in 1977, a Ministry of Education notice provided the formal basis for the establishment and expansion of guidance schemes at the institutions of further and higher education.

Finally, another Ministry of Education notice in 1977 contained provision for the establishment of municipal contact and information schemes (extended school guidance schemes, youth counselling agencies, etc.) - financed by the State - as one of the measures against youth unemployment.

2. GUIDANCE PROGRAMMES IN EDUCATION

2.1 The Folkeskole

The School Act of 1958 made vocational orientation compulsory in the Folkeskole but did not specify to what extent. In 1975, it was renamed educational and vocational orientation.

Greater emphasis has been placed on educational and vocational orientation since the new Folkeskole Act came into force on 1 August 1976. A Ministry of Education Executive Order of 27 November 1975 on instruction in certain topics as part of the compulsory subjects in the Folkeskole states that the 7th to 9th forms should normally

receive at least a total of 48 lessons of educational and vocational orientation.

In addition, the new Act warranted that the visits, meetings and work experience programmes previously offered without legal authority would continue to be available.

Furthermore the Act of 1976 introduced a new obtional subject, 'vocational studies', to make the pupils acquainted with educational and labour conditions, i.a. by mean of work experience programmes and visits to work places and institutions.

Instruction in educational and vocational orientation and vocational studies[x] is described in detail in the following publications: Ministry of Education Executive Order of 22 August 1975 on the implementation of the Act on the Folkeskole, Executive Order of 28 November 1975 on instruction in the Folkeskole's optional subjects, Guidelines for curricula of 30 April 1976 and 12 May 1976, and in Teaching Guides for the Folkeskole Nos 19 and 26, 1976.

The class teacher in each individual form is responsible for the implementation and coordination of educational and vocational orientation. The so-called 'free discussion period' - also one of the Act's innovations - may be used for this purpose. Other teachers and staff within the educational system, namely the teacher counsellor (see below) take part in the work. In addition to the orientation given to the class as a whole, a pupil also has access to individual guidance - from his class teacher, from a teacher counsellor or from other experts in or outside the school, including the public vocational guidance service.

Work experience programmes - usually of one to two weeks duration - are to a great extent made available through the public vocational guidance service; the work experience programmes amount to some 100,000 a year.

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x) Vocational Studies - An optional subject in the Folkeskole. Cf p 6.

On 1 August 1976, a nationwide system of part-time teacher counsellors was introduced in the Folkeskole and most municipalities also have school advisers for educational and vocational orientation.

The major task of the teacher counsellors is to back up the class teachers and vocational studies teachers in educational and practical matters as well as in the individual and group guidance of pupils and parents. They are also responsible for planning external activities (work experience programmes, visits, meetings, etc.) and are expected to assist in the special guidance of pupils who wish to leave school before their compulsory schooling comes to an end. The teacher counsellors are appointed by the School Board on recommendation of the Teachers' Council from among the teaching staff at the school concerned.

With educational and vocational orientation, individual guidance and vocational studies in the Folkeskole in mind, specialist School Advisers for educational and vocational orientation have been employed in about 200 municipalities - covering more than 80 per cent of the Danish population. The advisers assist teacher counsellors and teachers in matters such as finding suitable teaching-aids, co-ordinating visits and work experience programmes, planning, etc. They are all teachers, who work as consultants on part-time basis; about 15 per cent are simultaneously employed as vocational guidance officers by the public employment service.

Finally, in more than 100 municipalities, school advisers - usually known as Curators - have been appointed to take care of pupils with special needs. The advisers specialise in helping pupils (especially remedial pupils) who receive, or have received, special education on recommendation of the school psychologist's office. The assistance is given as to learning difficulties and the choice of a career, as well as in connection with personal and social problems. An important element in assisting the remedial pupils in choosing a career is the so-called

'work practice' which is a mixture of work experience and actual employment. The Curators work closely with the school psychologists whose guidance work approaches the fields of the teacher counsellors and school advisers for educational and vocational orientation.

The regulations applying to the educational and vocational orientation and guidance of remedial pupils can be found in the following publications: Ministry of Education Executive Order of 25 August 1978 on special education in the Folkeskole for pupils with general learning difficulties, Teaching Guide for the Folkeskole No 2, and 'Work Practice' issued by the Joint Committee of the Vocational Guidance Council and the Folkeskole Curriculum Committee (1973).

Curators offer help to other Folkeskole pupils with special difficulties, should this be required.

The Folkeskole's educational and vocational orientation and teacher counselling programmes are administered centrally by the Ministry of Education, Directorate for Primary and Lower Secondary Education, Youth and Adult Education, Teacher Training Colleges, etc. The Directorate employs a General Inspector of Education who is responsible for matters relating to educational and vocational guidance. He is assisted by two part-time advisers, who also work as teachers in the Folkeskole.

2.2 The Gymnasium and Studenterkursus (upper secondary education)

Vocational orientation was introduced in the Gymnasium pursuant to the School Act of 1958. It was renamed educational and vocational orientation in pursuance of the law amendment in 1977. At the same time, individual educational and vocational guidance was introduced - known as educational guidance. The pertinent regulations can be found in the following publications: Ministry of Education Executive Order of 2 March 1978 on educational and vocational orientation and individual guidance in the

Gymnasium and Studenterkursus, Ministry of Education Notice of 9 March 1979 on the terms of employment and period of service for Gymnasium and Studenterkursus teachers who are employed as educational counsellors on a civil servant basis, and Ministry of Education report on educational guidance in the Gymnasium (undated, from 1978).

Henceforth, students receive educational and vocational orientation and individual guidance in all educational, social, financial, and personal matters related to their studies and choice of career. They also receive instruction in basic study techniques.

Up to 20 lessons are devoted to collective educational and vocational orientation during the three year Gymnasium course and the two year Studenterkursus. These lessons are divided as evenly as possible among the various subjects. Collective orientation includes an introduction to basic study techniques, information on the various branches of study and general information on the educational and vocational possibilities which are designed to help students in their choice of education and career. As a supplement to the school's own counselling programme, the public vocational guidance service offers meetings about further and higher education at which students and vocational guidance officers assist; more than 90 per cent of the schools and courses accept the offer. In addition, people from trade and industry, and organizations concerned, are often asked to participate.

In connection with the guidance of individual students, educational counsellors give advise to students who leave the Gymnasium before the final examination and inform them of alternative educational options. They also assist in referring handicapped students to special education or other specialised educational support.

Educational counsellors are expected to maintain an efficient working relationship with the counsellors from other educational institutions and with the vocational guidance officers attached to the public employment service.

The headmaster (Rektor) of each Gymnasium or Studenterkursus appoints the educational counsellors from among the teaching staff for a three year period.

The Gymnasium's educational and vocational orientation and educational guidance programmes are administered centrally by the Ministry of Education, the Directorate for Upper Secondary Education. The Directorate employs an adviser who is a specialist in the field of guidance plus a general educational inspector whose job partly consists in dealing with the administration of guidance activities.

2.3 Higher Preparatory Examination (hf)[x)]

On implementation of the Higher Preparatory Examination course in 1967, educational guidance was introduced for those applying for admission to an hf course, for students already admitted to hf courses, and for independent students. Furthermore, hf students were to be given educational and vocational orientation. The regulations can be found in the following publications: Ministry of Education Executive Order of 24 April 1974 on hf courses, and Ministry of Education Guide and guidelines for hf education from 1974.

According to the Guide, the major tasks of the educational counsellor are to give individual assistance in all matters relating to the student's educational situation, to provide educational and vocational

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x) Higher Preparatory Examination - translation of "højere forberedelseseksamen", usually abbreviated to "hf" which will be used in this publication.

orientation and to take charge of instruction in basic study techniques.

Another important function of the educational counsellor is to advise and help people who intend to apply for admission to an hf course; the counsellors answer inquiries from potential applicants, take part in informatory meetings and talk to people enrolling for the courses.

During the first two terms, the students are, first and foremost, given advice and guidance in choosing optional subjects which has far-reaching implications for their subsequent educational and vocational possibilities. In this connection, meetings about further and higher education are arranged, similar to those for Gymnasium students.

In addition, educational counsellors give guidance and assistance on personal and social problems.

Most hf courses have one or two educational counsellors on their staff and a few of the quite large courses have three or four. The counsellors are appointed for a three year period by the headmaster from among the teachers.

The guidance activities on the hf courses are administered centrally by the Ministry of Education, Directorate for Upper Secondary Education, by the same members of staff who are responsible for the guidance programmes in the Gymnasium.

2.4 Vocational Schools

Under the Experimental Vocational Education Act, 1972, educational guidance was introduced into the basic vocational education courses, efg[x)].

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x) Basic vocational education courses - translation of "de erhvervsfaglige grunduddannelser", usually abbreviated to "efg" which will be used in this publication.

The 1977 Act on basic vocational education courses stipulated that efg students should be offered advice in choosing their education as well as in social matters. The same year the service was extended to cover all full-time education at Danish vocational schools (commercial and technical), i.e. besides efg courses also apprenticeship training and all basic and further examination courses, commercial assistants' examination courses, higher commercial examination courses, and computer operator training. Furthermore, experimental guidance programmes have been set up for students working for a diploma in specialised business studies.

The functions of the educational counsellors are described in the 'Description of the educational counsellors' tasks and competence in basic vocational education'. This publication is under revision. The new edition will apply to all educational counsellors (there are about 450 of them) employed in the various fields of education at commercial and technical schools.

Guidance activities include helping students in their choice of subjects and subject combinations, in their choice of education and career, and advising them in social matters, e.g. financial problems.

Guidance is given both individually and collectively. During the fixed office hours students may talk to their counsellor, and when students are to decide upon their further course collective talks are compulsory. Collective guidance includes information on educational/training possibilities, i.a. by means of meetings where representatives of trade and industry participate. In addition, students are informed of the further and supplementary educational possibilities and of the syllabus of the various optional subjects. Collective guidance also includes information on legal matters and takes up the problems connected with the transition from school to working life.

The educational counsellors take active part in organ-

ising work experience schemes, notably through collaboration with the public employment service.

They also have certain responsibilities in connection with external educational activities. They keep in close touch with the counsellors in the other sectors of the educational system (through regional collaboration), and one of their most time-consuming jobs is giving advice and information to Folkeskole pupils. This may take place at the vocational schools or at the Folkeskole, for instance at parents' meetings. The educational counsellors also keep in close contact with other institutions (e.g. the local Social Services Departments) and the local employment market. They frequently participate in job-finding.

The educational and vocational guidance programme consists of: the institution of educational counsellors, the individual subject teacher's guidance and counselling activities, and, finally, the contents of instruction. Through a wide choice of subjects and brances of study, a student becomes familiar with appropriate decision-making based on his own experience during the first year.

Educational counsellors are appointed from among the teaching staff and, besides their work as counsellors, they continue to do a certain amount of teaching.

The education of the counsellors consists of a course of 60 days (384 lessons) distributed over a 2 year period.

Educational guidance at the vocational schools is administered centrally by the Ministry of Education, Directorate for Vocational Education. The Directorate employs an adviser who is a specialist in the field of guidance plus a general educational inspector who partly deals with the administration of guidance activities.

2.5 Institutions of Further and Higher Education

In 1968, the Planning Council for Further and Higher Education recommended that permanent educational guidance schemes be established at all institutions of higher education and, in 1969, a committee appointed by the Rektorkollegiet (the Danish Conference of Rectors) submitted a proposal for the organization of educational guidance at institutions of further and higher education. However, with a few exceptions, it is only in recent years that the institutions have developed more comprehensive guidance schemes.

In its circular of 3 March 1977 on improvement of employment possibilities for people having a long-cycle education, the Ministry of Education recommends that the institutions of further and higher education establish an educational and vocational guidance service - or extend the scope of the present - at a general and special level.

The tasks of the general guidance function include: counselling potential students as well as students at the institutions who are considering changing their course of study; giving information on employment possibilities on completion of studies; collaborating with other institutions, employment office services, upper secondary schools, labour market organisations, etc.

Special guidance includes educational guidance in connection with the individual student's educational situation, i.e. advice in planning a course of study, information on curricula, dispensation procedures, examinations, employment possibilities, etc.

The guidance conditions differ from one institution to another.

At the Universities of Copenhagen, Aarhus and Odense, guidance is, generally speaking, organised in accordance with the above circular. General guidance is the re-

sponsibility of full-time counsellors, while special guidance is taken care of by part-time counsellors appointed from amoung the teaching staff or advanced students. Roskilde and Aalborg University Centres have educational guidance offices which take care of the general guidance, while the special guidance is mainly carried out by the teaching staff.

At some of the other institutions of further and higher education, guidance is carried out by immatriculation offices or by the administration. Some institutions have part-time educational counsellors on their staff who take care of the special guidance.

The teacher training colleges for kindergarten and youth-centre teachers and the Copenhagen Technical School have established educational guidance schemes. Several institutions, among them the teacher training colleges, are preparing the introduction of educational guidance.

The educational guidance at the institutions of further and higher education is administered centrally by the Ministry of Education, Directorate for Further and Higher Education. Guidance matters constitute a special area of responsibility within the duties of the administrative staff in the Directorate.

2.6 Other Fields of Education

According to the Ministry of Education Executive Order of 19 May 1978 on single-subject second chance education for adults (courses in the Folkeskole Leaving Examination subjects and Advanced Leaving Examination subjects and hf subjects), students must be offered educational guidance. This is carried out by educational counsellors who are appointed from among the course's teaching staff.

Educational and vocational orientation and individual guidance takes place to a varying degree within other types of training and education.

At the youth schools students have certain possibilities of receiving educational and vocational orientation, for instance in the subject Youth Orientation. The students are given a basic knowledge of the most essential aspects of trade and industrial relations, and information on the possibilities of continued education is obtainable.

Most continuation schools offer educational and vocational orientation. However, it is up to the individual school to decide on the contents, form, and extent of the orientation and guidance.

At the folk high schools students will often find themselves at a turning point in their lives. They may discover that they have chosen the wrong education or career, or they may be uncertain as to what education or career to choose. Others try to become more qualified for their careers through the stay. Most students at these schools need educational and vocational guidance which the schools, in varying degrees, try to meet, both through their socially-oriented teaching and through individual guidance. The same applies to the home economics and agricultural schools.

In many cases, public vocational guidance officers assist the above schools in planning their educational and vocational guidance programmes and by giving lectures, arranging study visits to business firms and schools/colleges/universities, and by giving individual advice.

These schools do not usually appoint special teachers for educational and vocational orientation and no courses for training such teachers or counsellors have been arranged. However, already in 1960, the Report on the Folk High Schools stressed the need for implementing "courses to train teachers in this field, and that public funds be made available for this purpose".

3. THE PUBLIC VOCATIONAL GUIDANCE SERVICE

This service is in accordance with the Vocational Guidance Act of 3 May 1961 (which superseded the similar Act of 1953). The Act defines the concept of vocational guidance as the collective or individual advice and help given to students when choosing an education or career. The Act refers to central and local administrations and also includes provisions for collection of informative material for educational and vocational guidance purposes, for various teaching-aids and for the financing of the public vocational guidance services.

In 1965, in accordance with Section 3, subsection 2 of the Act, the Ministry of Labour laid down rules for the activities of the public vocational service pursuant to the Vocational Guidance Act of 3 May 1961; these rules were approved by the Ministry of Education.

The vocational guidance is carried out by vocational guidance officers who can be consulted during office hours at the head offices of the public employment service, at a number of local offices, and a few other places. There are almost 200 such offices throughout the country.

The public vocational guidance service is at everyone's disposal regardless of age. Thus the clientele are school children, young people who have left school, and adults of all ages. The adults, who account for an ever-increasing number of the clientele (more than 70 per cent are over 18 years of age), mostly belong to the following groups: people who for one reason or another (employment, social, age or health) are forced to change job or find part-time employment; women who want to go back to work; young people who want to change jobs after military service; skilled workers who want to do a longer training; students who want to change training or education; people who have been unemployed for some time and who need help in finding a job. In many cases, clients are sent from schools or other institutions, or the schools and institutions will request the services of the vocational guidance officers

to assist in collective orientation arrangements.

The main task of the vocational guidance officers is individual guidance, the purpose of which is:

1) to help the individual discover and use his own potential;

2) to supply information on the educational, vocational, and employment possibilities available;

3) to assist the individual in helping him to make a choice or plan an education and in giving him the support he needs to adapt himself to working life.

Vocational guidance officers have access to various kinds of specialised assistance. For instance, under the Vocational Guidance Act, assistance by counselling psychologists was made available to the guidance officers who may thus refer clients to psychological examination with the purpose of assessing and evaluating the client's occupational possibilities when necessary.

Assistance by counselling psychologists consists of psychological examinations where all the usual psychological methods and tests are combined and adapted to each specific case with the purpose of promoting the best possible guidance.

Psychological assistance is the responsibility of the Psychology Department of the Directorate of Labour, whose staff serve all the vocational guidance offices in the country.

Psychological assistance is described in detail in the Directorate of Labour Circular No 192/78 of 22 August 1978 on the offer of assistance made to the vocational guidance service by the Psychology Department of the Directorate of Labour.

Vocational guidance officers may ask for statements from schools, school psychologists, school medical officers,

or other physicians, employers or institutions, etc. with whom the client has been in contact.

The collective guidance takes place at schools and institutions of education as well as at other institutions (e.g. those under the Defence Department, the Social Department, and the Department of Prisons and Probation) which request assistance. Leaflets giving information of the kind of assistance available are sent to schools and institutions every year.

Assistance consists of single lessons given to the various forms and will often include information on current, local educational and vocational opportunities. Help is also given: 1) in planning educational and vocational guidance programmes; 2) in collecting educational and vocational information - including the elaboration of independent teaching material about local conditions; 4) in arranging study visits and work experience schemes; 5) in making other arrangements designed to help individuals make an appropriate choice. The vocational guidance service has arranged meetings for briefing teachers in several parts of the country.

A special kind of educational orientation exists for Gymnasium and hf students. In collaboration with the Directorate for Upper Secondary Education and with the assistance of the public vocational guidance service, the Directorate of Labour arranges meetings about further and higher education every year at almost all the upper secondary schools and hf courses in the country. These meetings are supervised by the local vocational guidance officers and specially-trained students appointed by the Directorate of Labour.

In addition, the vocational guidance officers do an extensive amount of lecturing to parent groups and to the labour market associations.

The guidance officers remain neutral in relation to institutions to which clients may otherwise be attached

and in relation to financial interests insofar as their guidance activities are not directly connected with any of the social and financial aid schemes.

The public vocational guidance service is administered centrally by the Ministry of Labour and the Directorate of Labour. The Directorate's Vocational Guidance Division comprises an administrative sector, information departments, and a psychology department; the general educational inspector for educational and vocational orientation, who is employed by the Directorate for the Folkeskole, is attached to the Division as a consultant.

4. MUNICIPAL CONTACT AND INFORMATION SCHEMES

Pursuant to the Ministry of Education Circular of 1 February 1979 on educational measures to be taken in counties and municipalities to combat youth unemployment, local authorities may, in co-operation with local educational and industrial institutions, establish, support, or develop contact and information schemes to ease the transition from school to further education or work for young people.

More than half of the country's local authorities have established such schemes in the form of youth counselling offices, information offices, and extended school guidance schemes, or the like, in combating youth unemployment. A number of local authorities have started special investigations into the school leaver's educational possibilities and have sought out unemployed youth with a view to advising and helping them regarding education and employment.

The intention is to contact the young people most threatened by unemployment, and to inform, guide, and assist them in matters relating to education and employment as well as to gauge the need for preventative measures and to evaluate the effect of measures already taken.

The schemes aim at assisting young people during the transition from school to continued education or work and also those in special need of help, such as young people who cut short their education or training.

These contact and information schemes supplement the existing guidance services of the employment service offices, educational institutions, and local social security and health departments, and should therefore be established and function in close collaboration with the ordinary guidance schemes.

As a rule, such schemes will have at least one person with a background in guidance work or education at their disposal. Unemployed youth may also be attached to the work.

These schemes offer advice and guidance in collaboration with the employment service offices, educational institutions, and social security and health departments. They may also supply information on educational and vocational opportunities and assist in solving practical problems, such as writing applications, finding out about wages and social assistance, housing, etc.

The employment service offices and educational institutions co-operate in finding helpful and informative material for use in contact and information activities.

The municipal contact and information schemes are administered centrally by the division of the Ministry of Education that deals with measures against youth unemployment, and by the Ministry of the Interior.

5. OTHER AREAS

5.1 Administration of Social Welfare

In accordance with the Social Assistance Act, the powers previously vested in rehabilitation centres, maternity

aid institutions, the Social Welfare Committee, and the Child and Young Persons Welfare Committee, to administer assistance in the form of education and rehabilitation, are now united in the Social Welfare Committees. This means that, to some extent, the local social welfare departments handle educational and vocational guidance.

The local social welfare departments will often have to co-operate with the staff of the employment service offices, including the vocational guidance officers. The type and form of the co-operation is described in detail in the Ministry of Social Affairs Circular of 18 November 1975 and in the Ministry of Labour Circular of 24 February 1976.

The National Association of Local Authorities comments the co-operation as follows: "In all cases where vocational problems occur and in cases where the solution to problems implies educational or vocational measures, co-operation with the employment authorities, in particular the employment advisor and the vocational guidance officer, will be required.

It is essential that such co-operation with the public employment service be initiated as early as possible in each specific case so that the limitations imposed by the labour market and professional qualifications can be assessed at the planning stage.

Where measures involving job testing, training, retraining, etc. are implemented in private industry, it will be the responsibility of the employment advisor to endeavour to establish such measures in the individual firm and to convey any information to the officer.

It is therefore vital that the employment advisor is in possession of all the information necessary for him to be able to supervise these proceedings efficiently and to report on them to the officer."

Regular meetings are held between the staff of the local

social welfare departments and the employment service offices, where cases of mutual concern are taken up. There will usually be a certain accumulation of such cases prior to a meeting.

In 1977, the various employment service offices took part in an inquiry which provided information regarding the co-operation with the local social welfare departments. It would appear that those handling the cases at the social welfare departments often ask the vocational guidance officers for advice and guidance and that it is normal practice for them to refer clients to a vocational guidance officer for an interview.

The activities of the social welfare departments are administered by the Ministry of Social Affairs and the National Board of Social Welfare.

5.2 Department of Prisons and Probation

In the establishments and institutions under the Department of Prisons and Probation, the educational and vocational guidance of inmates is mainly carried out by the welfare workers attached to the individual institution. However, in the establishments where organised schooling is provided, the teachers involved will often give advice and guidance to the inmates on educational and vocational matters.

As the majority of welfare workers are social workers by profession, the actual vocational guidance will often be left to - or given in close collaboration with - a vocational guidance officer from the public employment service.

Co-operation between the Department of Prisons and Probation and the employment service was formalised in a circular of 1o November 1975 on co-operation between the employment service offices and the establishments,

institutions, and departments under the Directorate for Prisons and Probation.

According to the circular, co-operation should be established between the Department's various institutions and the employment service office of the local district.

It is assumed that members of the staff at the institutions and the employment service offices will be specifically assigned to ensure the co-operation by attending regular meetings.

At the meetings, the inmate's need of guidance, especially as the time for release approaches, can be discussed and, with the inmate's permission, information that will enable the local employment office to work on the case - possibly in collaboration with other employment service offices - may be given.

The amount of co-operation between the employment service offices and the Department of Prisons and Probation varies a great deal from one part of the country to another and depends on the number of institutions the employment service office in a particular area has to cover. Apart from this, the intensity of co-operation ranges from weekly consultations (Nyborg State Prison) to sporadic conversations (Horsens State Prison).

The institutions under the Department of Prisons and Probation are administered centrally by the Ministry of Justice, Directorate of Prisons and Probation.

5.3 National and Civil Defence Conscripts and Conscientious Objectors

So far an Executive Order of 14 November 1972 has been in force regarding the guidance of conscripts in the Danish Armed Forces. At the present time (January 1980), however, the draft of a new Order is under consideration, but to all intents and purposes the rules in it are the same.

The Order places emphasis on finding those conscripts in need of guidance and consequently also on the guidance of the individual. The job of finding these conscripts is done by the military spokesmen but the actual vocational guidance is handled by the public vocational guidance service. Thus, a close collaboration between the public vocational guidance service and the Department of Defence is implicit.

If there is no necessity for officers from the employment service to visit the camp, conscripts are allowed to make a personal visit to an employment service office. Furthermore, the trade unions may be consulted in connection with the advice and guidance given by the employment service.

No special rules exist for the vocational guidance of Civil Defense conscripts, but the rules applying to conscripts in the Danish Armed Forces are followed and guidance activities are coordinated through the Information and Welfare Service of the Department of Defence.

The rules applying to the vocational guidance of conscientious objectors are very similar to those applying to the military service conscripts. Here, too, it is the spokesmen who do the groundwork and the guidance activities are coordinated by the National Contact Committee, who arrange meetings, etc.

The guidance of military service conscripts is administered centrally by the Information and Welfare Service of the Department of Defence under the Ministry of Defence and of civil defence conscripts by the Department of Civil Defence under the Ministry of the Interior.

5.4 Danish Armed Forces Personnel Employed on a Contractual Basis

The guidance of such personnel, including "Konstabler" who are given the chance of spending part of their period

of service on a civilian training or education, is carried out by seven counsellors, each of whom covers a specific geographical area, and some 90 assistants. These counsellors maintain a close working relationship with the vocational guidance officers at the employment service offices who undertake the collective guidance as well as the individual guidance of personnel.

These guidance activities are centrally administered by the Department of Defence, Civilian Training Division under the Ministry of Defence.

5.5 Agriculture

In accordance with EEC Directive No 72/161/EEC and Act No 225 of 12 June 1975 and pursuant to the Ministry of Agriculture Executive Order No 352 of 26 June 1975, a special vocational and social guidance service for people in agriculture has been established.

Guidance is available to all within agriculture, horticulture, fruit growing, nurseries, etc. and is given partly in the form of lectures and study groups and partly in the form of individual guidance.

It includes information of clients on improvement of their occupational, social and economic possibilities. Advice and guidance are obtainable as to a client's possibilities within agriculture, transfer to jobs within other sectors of the labour market, or leaving the labour market. In addition information may be given on the possibilities of further education within agriculture and on the future outlook for a client's children, whether this be in agriculture or some other occupation.

The guidance is handled by advisors who are approved by the Ministry of Agriculture. The advisors must have a university degree in agriculture, horticulture, or the equivalent and be permanently employed in an agricultural organisation.

A number of courses are held for training guidance advisors. They are set up in collaboration with the Directorate of Labour and include instruction in legal, agricultural, and industrial subjects.

The guidance service in agriculture is established in connection with the educational and vocational guidance given by the public employment service.

Contact committees comprising representatives of the guidance services of the employment service offices and agricultural organizations have been appointed locally by practically all the employment service offices in the country, with a view to ensuring a good working relationship. In 1978, only three of these contact committees had held what could be called proper meetings but there is regular informal contact in matters relating to work experience schemes and other agricultural employment or in connection with arrangements for youth education, etc.

Guidance activities are administered centrally by the Ministry of Agriculture.

5.6 Organisations

The Danish Employers' Confederation and the Danish Federation of Trade Unions conduct a number of educational activities in the schools, particularly in connection with educational and vocational orientation, vocational studies, and contemporary studies.

The Danish Employers' Confederation prepares and issues educational material designed for use by counsellors and in educational and vocational orientation. In recent years, the organisation has produced an increased amount of educational material for use in the lower secondary school. Of the many teaching-aids produced, the educationally and vocationally oriented video tapes are worthy of mention. They are produced with the help of the Working Committee for School and Industry and made available to the public vocational guidance service, the

school advisers for education and careers, and the county teaching-aid centres from where they may be borrowed. Furthermore, the organisation does its utmost to meet the growing number of requests for employers to act as 'guest' teachers in schools.

The Danish Federation of Trade Unions likewise carries out a number of educational activities, notably through the School Contact Committee which was set up in 1975. The committee and its local sub-committees co-ordinate the activities of the organisations and individuals within the labour movement. The individual organisations and, to some extent, the school contact committee, supervise the preparation and issuing of educational material to schools. The labour movement takes part - like the Danish Employers' Confederation - in 'guest' teaching in schools.

The labour market organisations are represented on the Vocational Guidance Council and its sub-committees as well as in the joint committee of the Vocational Guidance Council and the Educational Council for Primary and Lower Secondary Education.

6. GUIDANCE COUNSELLORS

There are between 3,000 and 4,000 counsellors, the vast majority of whom are employed on a part-time basis.

6.1 Recruitment

The counsellors in the educational sector are appointed from among the teaching staff at the school or educational institution concerned; the counsellors within the Folkeskole are Folkeskole teachers; the counsellors in the upper secondary schools are upper secondary school teachers and so forth. However, the situation is somewhat different at the universities, where the full-time educational counsellors have a university degree

while the part-time educational counsellors within the various subject areas are university teachers or advanced students.

The vocational guidance officers employed by the public employment service have the following educational background (as per 1 January 1980):

	number of persons	percentage
Social worker education	24	15
Folkeskole teacher training	69	43.1
Other social/educational training	17	10.6
Academic education	12	7.5
Commercial and clerical education (plus further education)	24	15
Trade and industry education (plus further education)	9	5.6
Other educations (e.g. journalist, officer in Armed Forces)	5	3.2
Total	160	100

As far as the municipal contact and information schemes are concerned, the 'advanced teacher counsellors' are Folkeskole teachers, while the employment officers have the following educational background:

Trade education	32
Commercial and clerical education	11
Engineering or other technical training	24
Teacher training or social worker education	22
Academic education	10
Other educations	2

The counsellors employed by the Social Services Department and the Department of Prisons and Probation are qualified municipal officers, social workers, etc.

The 'civilian training' counsellors in the Department of Defence have various educational backgrounds while the assistant counsellors are "Konstabler", sergeants, and chief sergeants.

6.2 Training

There is no training specifically designed to qualify people for work as educational and vocational counsellors. However, supplementary training courses - which may be more or less comprehensive - are available for the majority of the counsellor groups.

A universal training for all vocational guidance counsellors has been suggested and in all probability the detailed plans of an experimental project including common subjects will be completed during 1980.

7. CO-ORDINATION AND CO-OPERATION

The spread of educational and vocational guidance activities over a wide range of institutional areas gives rise to a great need for the co-ordination of activities and contact between all parties concerned.

Educational and vocational guidance is administered centrally by the Ministry of Education and its Directorates, by the Ministry of Labour and the Directorate of Labour, and to some extent also by the Ministry of Social Affairs, the Ministry of Defence, the Ministry of Justice, the Ministry of the Interior, and their administrative bodies.

7.1 Central Co-ordination

The central co-ordination of guidance takes place partly through bodies set up for the purpose and partly through non-formalised co-operation between the staff members in the various administrative areas.

When the Vocational Guidance Act of 1961 came into force, the Vocational Guidance Council, in which the employment authorities, the education authorities, and the labour-market's central organisations are represented, was set up. The Council follows the development of all matters of importance to vocational guidance and makes recom-

mendations for any measures necessitated by the development; it offers assistance to the Minister of Labour, the Minister of Education, and other authorities engaged in educational and vocational guidance. According to the Vocational Guidance Act, it is the duty of the Council to make recommendations for guidelines for the selection of personnel to take care of public vocational guidance, to make recommendations for guidelines for the training of personnel who carry out the vocational guidance, to follow co-operation between the authorities, institutions (including schools), and other bodies providing vocational guidance, and, if necessary, to make recommendations for the promotion of this co-operation, to make recommendations for the laying down of rules for the submission of comments for use in vocational guidance, and to promote the necessary co-operation between the bodies concerned with a view to the production of appropriate material for use in vocational guidance.

To further educational and vocational orientation in the Folkeskole, the Joint Committee of the Vocational Guidance Council and the Educational Council for Primary and Lower Secondary Education has been set up. The Committee has notably contributed greatly to the development of guidance material for teachers and counsellors, as well as for pupils, parents, and the representatives of trade and industry. Furthermore, the Committee is responsible for a continuous mediation of ideas for educational and vocational orientation in schools.

Employees engaged in guidance matters in the four Directorates under the Ministry of Education and in the Directorate of Labour, have formed an educational and vocational guidance group, known as the SE group. In the group, which has 11 members, the continuous exchange of information on initiatives in the guidance field takes place through frequent meetings; joint initiatives are prepared and fundamental questions of common interest are discussed. The group has contributed to the solution of a number of concrete problems relating to co-operation

at the central level and has, to some extent, acted as a consultative body for the Vocational Guidance Council.

In extension of activities within the bodies mentioned, more or less formalised co-operation occurs between the individual employees or groups of employees in the various administrative bodies in the solution of concrete problems such as the production of material and course activities.

Permanent co-operation has been established between the Vocational Guidance Council, the Educational Council for Primary and Lower Secondary Education, the Educational Council of the Danish Federation of Trade Unions and the Working Committee for School and Industry which have been set up by the Danish Employers' Confederation, the Federation of Danish Industries, and a number of other trade and industrial associations. Representatives of both labour and management have contributed considerably to the development and co-ordination of guidance work.

7.2 Co-operation between Central and Local Guidance Authorities

It is characteristic for the organisation of guidance activities that there is a close co-operation in the majority of areas between the 'field workers' and the staff of the respective central authorities.

The co-operation is formalised to a certain extent, for instance by membership of a joint committee or by written or unwritten rules to the effect that counsellors may approach the central authorities directly in professional matters. Furthermore, several of the central authorities meet regularly with their counsellors, and supply them with up-to-date information on educational and vocational guidance matters.

Apart from formalised co-operation, extensive co-operation takes place through informal contacts based on personal relations established through educational activities and at meetings around the country.

7.3 Regional Co-operation

To ensure that co-operation be established according to uniform guidelines throughout the country and between all guidance groups, the Vocational Guidance Council issued a Recommendation on 5 July 1979 concerning the establishment of regional/local co-operation between personnel groups engaged in educational and vocational guidance. In August 1979, the Recommendation, which was made following preliminary work in the SE group and after consultation with the Joint Council of Associations for Educational and Vocational Guidance (FUE), was sent to the local guidance authorities and counsellors by the central authorities, proposing the implementation of co-operation according to the guidelines given.

In accordance with the Recommendation, a central guidance counsellor committee has been established for the geographical area of each county, and local committees have been set up for the smaller districts within the county.

The task of the central committee is to ensure the co-ordination of guidance activities and thereby the proper use of guidance scheme resources within the geographical area of the county. More particularly, the committee shall see to it that co-operation be developed between counsellors who have a special inter-relationship, for instance through the setting up of ad hoc working groups. The committee should also be able to co-ordinate large-scale programmes for educational and vocational orientation within the area, to assist in educational arrangements for counsellors, and to co-ordinate the collection, distribution and possible preparation of informative material on local educational and vocational conditions.

Among the tasks of the local committees are such activities as co-operation in guidance programmes, work experience schemes, and visits to other types of school, exchange of information on students/clients, interchange of information on education and training, and co-ordination of activities with regard to the local community. The Recommendation says that, when organising guidance consellors' co-operation, it is of vital importance that a distribution of work, resulting in the uptimum use of the counsellors' expertise, be agreed upon. According to the Recommendation, this will chiefly involve a clarification of the extent to which counsellors should attend to guidance matters relating to each other's students/clients and to what extent they should inform and advise one another.

The public vocational guidance service acts as secretariat of the committees.

The Recommendation of the Vocational Guidance Council aims at the co-operation between counsellors. It is, however, assumed in the Recommendation that both labour and management, and also the Public Employment Service (AF) and the educational administration will participate in the work of co-ordinating guidance activities. To this effect contact groups on educational and vocational guidance are to be established in 1981 under the 14 employment committees. The contact groups constitute a forum for discussion of guidance matters in a broad sense, and they are to gain an overall view of local guidance problems and find ways of solving them, to solve different problems in connection with the finding and distribution of trainee placements, to take initiatives in the production of material, including statistics and forecasts, for the use of counsellors and those seeking educational and vocational guidance, and to assist in the professional co-operation between counsellors.

Note:

In 1979, a committee appointed by the Ministry of Labour in cooperation with the Ministry of Education commenced a review of the legislation about vocational and educational guidance. The committee has finished its considerations by July 1980. The Folketing has subsequently by June 1981 passed a new act on vocational and educational guidance. The main contents of the new Act, which enters into force on 1 September 1981, are the establishment of a national council for educational and vocational guidance. The council, which comprises representatives of organisations and authorities connected with counselling, is to contribute to the development and co-ordination of guidance activities and it is to make proposals in guidance matters. Furthermore, the council is to take care of the preparation and distribution of guidance material.

Translation from Danish.
Ministry of Education
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The Kingdom of Denmark

Population and area

Denmark proper 5,1 mill.
43,100 km² – 16,640 sq.m.
Greenland 50,000
2,175,600 km² – 840,000 sq.m.
The Faroe Islands 49,999
1,400 km² – 540 sq.m.

UNDERVISNINGSMINISTERIET
KOPICENTRALEN
KØBENHAVN

Overall State and municipal budgets for fiscal 1981

Current expenditure	Dkr. 1,000 Million	%
Services	132.4	61
Central administration	8.4	3
Health services	22.6	10
Social welfare	24.7	11
Education and research	26.4	12
Transport, communications	14.5	7
Police and courts	4.0	2
Defence	8.3	4
Greenland and Faroes	4.1	2
Other	19.4	9
Income transfers	84.3	39
Pensions and services	27.7	13
Unemployment benefits	13.1	6
Other income transfers	38.8	18
Transfers abroad	4.7	2
Total expenditure	216.7	100
Current income		
Income taxation	97.5	46
Value-added tax	41.1	20
Other taxes	36.0	17
Property taxes	9.1	4
Other income	27.7	13
Total income	211.4	100

1981 price and wage level
Source: Budget, January 1981
Ministry of Finance

This information booklet has been prepared by the Danish Ministry of Education.

The Ministry issues a number of short publications on educational matters in languages other than Danish.

A list of these publications and the publications themselves are available on request from the Ministry of Education
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DK-1220 Copenhagen K.